

PEEL – Police effectiveness 2015

An inspection of South Wales Police



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Overview – How effective is the force at keeping people safe and reducing crime?

Overall judgment¹



Good

Overall South Wales Police is judged to be good at keeping people safe and reducing crime. In terms of preventing crime the force is effective and standards of investigation are generally high. Furthermore the service provided to victims is reliable. However in terms of protecting the vulnerable,² call-handlers do not always fully record the risks of 999 and 101 callers. This is an area that requires improvement. There are good arrangements in place to tackle serious and organised crime. This is the first year HMIC has graded forces on their overall effectiveness so a year-on-year comparison is not possible.

Summary

Overall South Wales Police is judged to be good at keeping people safe and reducing crime. Operational policing measures are effective at preventing the escalation of crime and anti-social behaviour. Force priorities reflect a commitment to prevent crime, to support victims and work in partnership. This commitment is generally well understood throughout the force; well-informed police officers and community support officers are assigned to local neighbourhoods, here they work with other service providers to provide early interventions and stop problems from escalating. The force has well-established and comprehensive joint working arrangements; they are based on a solid platform of information sharing and engagement with communities to tackle issues of local concern.

It is encouraging that South Wales Police is working closely with Cardiff University to understand more about the impact of how it uses its resources. This structured approach to organisational learning will mean the force can make the best use of its resources to respond to any given situation.

South Wales Police's approach to investigating crime and managing offenders is generally good. This builds on HMIC's investigation of crime in 2014 when the force was also judged to be good in this area. The force continues to investigate crime

¹ Outstanding, Good, Requires improvement or Inadequate – see Annex A for definitions.

² A vulnerable person is someone who is in need of special care, support, or protection because of age, disability, or risk of abuse or neglect.

well; supervisors know what is expected of them to maintain or improve standards and a reliable service is provided to victims. However, in HMIC's inspection of vulnerability in 2015,³ there were occasions when HMIC noted certain more serious crimes being investigated by officers without the requisite experience. This contrasts with more frequently occurring, less complex crime which is investigated to a high standard.

Additionally in HMIC's inspection of vulnerability, some inconsistencies were found in how call-handlers assess vulnerability when callers first make contact with the force. As this is so crucial for the early stages of an investigation to be successful, it was identified as an area for improvement.

South Wales Police responds effectively to serious and organised crime and good governance structures exist to support this. The force is aware that more could be done with partner organisations to enhance its operational impact and plans exist to address this.

How effective is the force at preventing crime and anti-social behaviour, and keeping people safe?



Good

South Wales Police is good at preventing crime, anti-social behaviour and keeping people safe. This is consistent with HMIC's 2014 crime inspection where the force was judged to be good at reducing crime and preventing offending.

This ethic is directed firmly towards these priorities and they are explicit themes in the in the police and crime commissioner's police and crime reduction plan and the chief constable's delivery plan. The priorities are

How effective is the force at investigating crime and managing offenders?



Good

South Wales Police's approach to investigating crime and managing offenders is good. Our findings this year are consistent with HMIC's inspection of crime in 2014 when we judged the force to be good at investigating offending.

This continues to be the case although HMIC's inspection of vulnerability in 2015 highlighted the need to more accurately assess the level of the harm to which victims are likely to be exposed when they first make contact with the force.

³ PEEL: Police effectiveness 2015 (Vulnerability) – South Wales Police, HMIC, December 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015-south-wales/.

prominent on notice boards, easily accessible on the force's intranet and officers and staff we spoke to are conversant with their expected contribution in relation to them.

The force can demonstrate a firm commitment to working in partnership to broaden and deepen the impact of its operational services. Effective partnerships operate at a number of different levels; they can either be strategically driven by senior officers or develop organically at grass roots level. A good example is the development of the identification and referral to improve safety (IRIS) programme. This brings domestic abuse practitioners closer together to provide better support to victims. In localised crime and disorder hotspots, close ties with the retail and the entertainment sector mean the force is making inroads into problems associated with late-night entertainment venues and theft from stores.

The force uses recognised problem-solving models in the community safety partnerships to tackle localised problems. Furthermore, the force is developing an ambitious partnership with Cardiff University to use predictive analysis to forecast patterns of offending and victimisation. It is envisaged that this will bring greater precision in the force's ability to align resources with emerging threats and provide a better service to victims.

This potentially has an adverse effect on the early stages of investigations, particularly in how they are prioritised.

Once crime has been allocated to investigators, investigations are completed to a high standard. Investigation plans determine how enquiries are carried out, supervisors know what is expected of them to maintain and improve standards and the service to victims is consistent.

The force has worked hard to understand exactly what victims expect as a service from the force. This has helped inform service expectations which are well understood by the workforce; victims consistently report higher levels of satisfaction with the service they receive than elsewhere in England and Wales.

The force has solid arrangements in place with partner organisations to manage persistent offenders, registered sex offenders and other individuals who present harm to communities. Joint specialist teams manage this risk; they are well supported by local officers who are well acquainted with high risk-offenders. The teams and local officers are knowledgeable regarding their contribution to containment of the threat presented by these offenders.

How effective is the force at protecting from harm those who are vulnerable, and supporting victims?



Requires improvement

South Wales Police identifies and supports vulnerable victims effectively. Domestic abuse and child sexual exploitation are priorities for the force. Staff are clear that the victim's needs are paramount and demonstrate this in their daily activity. The force generally provides vulnerable victims with a good service when investigating offences. The force has well-developed partnerships, focused on providing services for vulnerable victims to meet the needs of victims.

South Wales Police has a good understanding of local crime trends and patterns of offending. The force's control strategy, which gives an overview of the current and long-term issues affecting or likely to affect communities, highlights vulnerability as a priority. The force is developing a vulnerability tool kit to map the locations of victims and perpetrators and to identify vulnerable children who may become victims of child sexual exploitation.

The force provides a good level of service to high-risk victims of domestic abuse, but less so for standard and medium-risk victims. Domestic abuse is

How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?



Good

South Wales Police is good at identifying and tackling serious and organised crime groups. This is the first year HMIC has graded forces on their effectiveness at tackling serious and organised crime, including a force's arrangements for ensuring that it can fulfil its national policing responsibilities, as a consequence no year-on-year comparison is possible.

South Wales Police has a good understanding of serious and organised crime. This is informed by a regional assessment completed by the regional organised crime unit, and local profiles, developed in each of the force's policing areas. Where shortfalls in the force's understanding of particular organised crime groups exist, regional intelligence meetings are an important mechanism to gather further intelligence.

Serious and organised crime is subject to firm governance in South Wales. An assistant chief officer is the nominated responsible officer for the force. She is also the strategic lead for the regional organised crime unit. The force's management of organised crime groups is modelled on best practice guidance in

very clearly a priority for the force and is seen as important to frontline staff. The force does not fully understand the nature and scale of missing persons. The force is working on its preparedness to tackle child sexual exploitation.

England and Wales.

It is encouraging that the development of local serious and organised crime profiles has included data and information from partner organisations. However more could be done to align the contribution of other service providers explicitly to serious and organised crime. Isolated examples of good joint working are apparent but the invaluable support that South Wales enjoys from partner organisations in other areas of law enforcement needs to be translated to areas where organised crime groups operate.

South Wales provides support to other Welsh forces, giving them access to a wider range of specialist resources and tactics. These arrangements provide resilience should a large scale emergency emerge in the region. South Wales Police is influential with partner organisations and works with other law enforcement agencies in the region to test capabilities and preparedness for the high level threats articulated in The Strategic Policing Requirement.

Force in numbers



Calls for assistance

Calls for assistance per 1,000 population 12 months to 31 March 2015

South Wales Police

314

England and Wales

350



Crime

Crimes recorded (excluding fraud) per 1,000 population 12 months to 30 June 2015

South Wales Police

69.1

England and Wales

63.0

Crimes recorded (excluding fraud) per 1,000 population 12 months to 30 June 2014

South Wales Police

65.1

England and Wales

60.3

Changes in recorded crime (excluding fraud) 12 months to 30 June 2014 against 12 months to 30 June 2015

South Wales Police

+6.0%

England and Wales

+4.5%

Changes in recorded crime (excluding fraud) 12 months to 30 June 2010 against 12 months to 30 June 2015

South Wales Police

-8.7%

England and Wales

-12.6%



Charge rate

Charge rate as a percentage of all crimes recorded (excluding fraud) 12 months to 30 June 2015

South Wales Police

20.0%

England and Wales

16.0%



Anti-social behaviour

Anti-social behaviour incidents per 1,000 population 12 months to 30 June 2015

South Wales Police

England and Wales

30.8

32.9

Anti-social behaviour incidents per 1,000 population 12 months to 30 June 2014

South Wales Police

England and Wales

33.9

36.2



Domestic abuse

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2015

South Wales Police

England and Wales

10.5%

10.0%

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2014

South Wales Police

England and Wales

8.9%

8.5%



Organised crime groups

Organised crime groups per million population as at 30 June 2015

South Wales Police

England and Wales

26.9

74.7



Victim satisfaction rate

Victim satisfaction rate 12 months to 31 March 2015

South Wales Police

England and Wales

88.3%

83.8%

Introduction

The public expects their local police force to:

- Prevent crime and anti-social behaviour and, when crime occurs, to investigate it properly and provide support to victims.
- Use appropriately-trained officers and staff and approved practice when investigating crime, gathering evidence and building cases to ensure offenders are brought to justice.
- Support victims of crime by responding to calls for service, identifying and putting in place the right help at the first point of contact, keeping them informed and consulting them about the possible outcomes of their case.
- Ensure that vulnerable people who might not have been a victim of crime are identified and given appropriate support, for example people at risk of domestic abuse, children at risk of sexual exploitation and missing or absent children.
- Understand and be prepared to respond to threats beyond their own force boundaries, including national threats such as terrorism, serious and organised crime and cyber-crime.
- Work effectively with local partner organisations and other bodies to prevent all types of crime and re-offending and to protect the public.

HMIC's annual inspections into police effectiveness, efficiency and legitimacy (PEEL) consider whether forces keep people safe and reduce crime (how effective a force is), whether these activities are being carried out at the most appropriate cost (how efficient a force is), and how forces are ensuring they have the confidence of their communities (the public legitimacy of a force).

All forces are subject to significant cost reductions; this is reflected in our efficiency reports published in October 2015. The judgments we are making in this effectiveness report are made understanding the financial challenges forces are facing. Reports on South Wales Police's efficiency and legitimacy inspections are available from the HMIC website (www.justiceinspectors.gov.uk/hmic/)

HMIC's effectiveness inspections make an assessment of how well forces are preventing and investigating crime and anti-social behaviour; tackling serious and organised crime; and protecting victims and those who are vulnerable. These are the most important responsibilities for a police force, and are the principal measures by which the public will judge the performance of their force and policing as a whole.

Our effectiveness inspection focused on the overall question: “How effective is the force at keeping people safe and reducing crime?”

To answer this question we looked at four in-depth questions, three of which are discussed in more detail within this report:⁴

1. How effective is the force at preventing crime and anti-social behaviour, and keeping people safe?
2. How effective is the force at investigating crime and managing offenders?
3. How effective is the force at protecting those who are vulnerable from harm, and supporting victims?
4. How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?

During our inspection we collected data from forces, reviewed case files and surveyed the public to seek their views on the effectiveness of the force. We also surveyed and interviewed representatives from partner organisations to gather evidence about the effectiveness of their working relationships with the force. We interviewed chief constables and chief officers and held focus groups of officers and staff at all grades and ranks. We also made numerous unannounced visits to police stations to talk to frontline officers and staff about their work. This report sets out the findings from this wide-ranging inspection of South Wales Police.

⁴ HMIC inspected forces on questions 1, 2 and 4 between September and November 2015. Question 3 was inspected between June and August 2015, and a separate report was published in December 2015 (available from: www.justiceinspectors.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015-south-wales/). In 2014, in preparation for the PEEL programme, forces were inspected to assess how effective they are at cutting crime (available from: www.justiceinspectors.gov.uk/hmic/publications/crime-inspection-force-reports/).

How effective is the force at preventing crime, anti-social behaviour and keeping people safe?

The police's ability to prevent crime and anti-social behaviour and to keep people safe is a principal measure of its effectiveness. Crime prevention can be cheaper and more effective than investigating crime, and it makes society a safer place. The police cannot prevent crime on their own; other statutory and non-statutory bodies have a vital role to play. Police effectiveness in this matter is therefore dependent on their ability to work closely with other partner organisations to understand local problems and have access to a wide range of evidence-based interventions to resolve them.

How much crime and anti-social behaviour is there in South Wales?

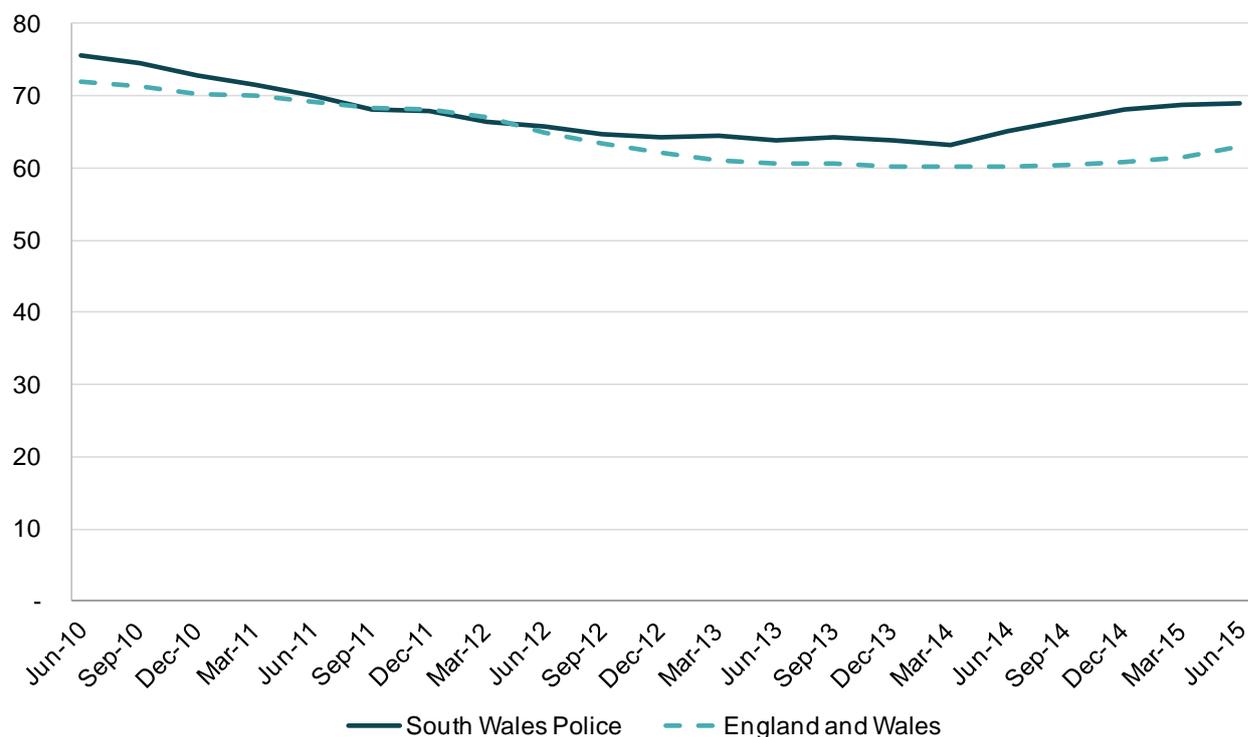
Although police recorded crime is by no means a complete measure of the totality of demand for calls on its service that a force faces, it does provide a comparable indication of performance across all forces. Crime rates are reported as a number of crimes per 1,000 population in each force area to enable comparison between areas. Total recorded crime is made up of victim-based crime (e.g. theft) and non victim-based crime (e.g. possession of drugs). More than two-thirds of forces showed an annual increase in total police recorded crime (excluding fraud) in the 12 months to 30 June 2015. This increase in police recorded crime may have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's national inspection of crime data in 2014.

In 2010 the Home Secretary set a clear priority for the police service to cut crime. When compared with the 12 months to 30 June 2010, police recorded crime (excluding fraud) for the 12 months to 30 June 2015 fell by 9 percent in South Wales compared with a reduction of 13 percent across all forces in England and Wales.

Over this same period, victim-based crime (i.e. crimes where there is a direct victim such as an individual, a group, or an organisation) decreased by 9 percent in South Wales, compared with a reduction of 12 percent across England and Wales.

When compared with the previous year, police recorded crime (excluding fraud) in South Wales increased by 6 percent for the 12 months to 30 June 2015. This is compared with an increase of 4 percent across England and Wales over the same period.

Figure 1: Police recorded crime rates (per 1,000 population) for the five year period to 30 June 2015



Source: Home Office data

The volume of police recorded crimes and incidents of anti-social behaviour per head of population indicates how safe it is for the public in that police area. Figure 2 shows crime and anti-social behaviour rates in South Wales (per 1,000 population) compared with England and Wales.

Figure 2: Police recorded crime rates (per 1,000 population) for the 12 months to 30 June 2015

Rates per 1,000 population	South Wales Police	England and Wales
Recorded crime (excluding fraud)	69.1	63.0
Victim-based crime	59.8	56.0
Sexual offences	1.3	1.6
Assault with injury	7.4	6.3
Burglary in a dwelling*	6.5	8.4
Anti-social behaviour incidents*	30.8	32.9

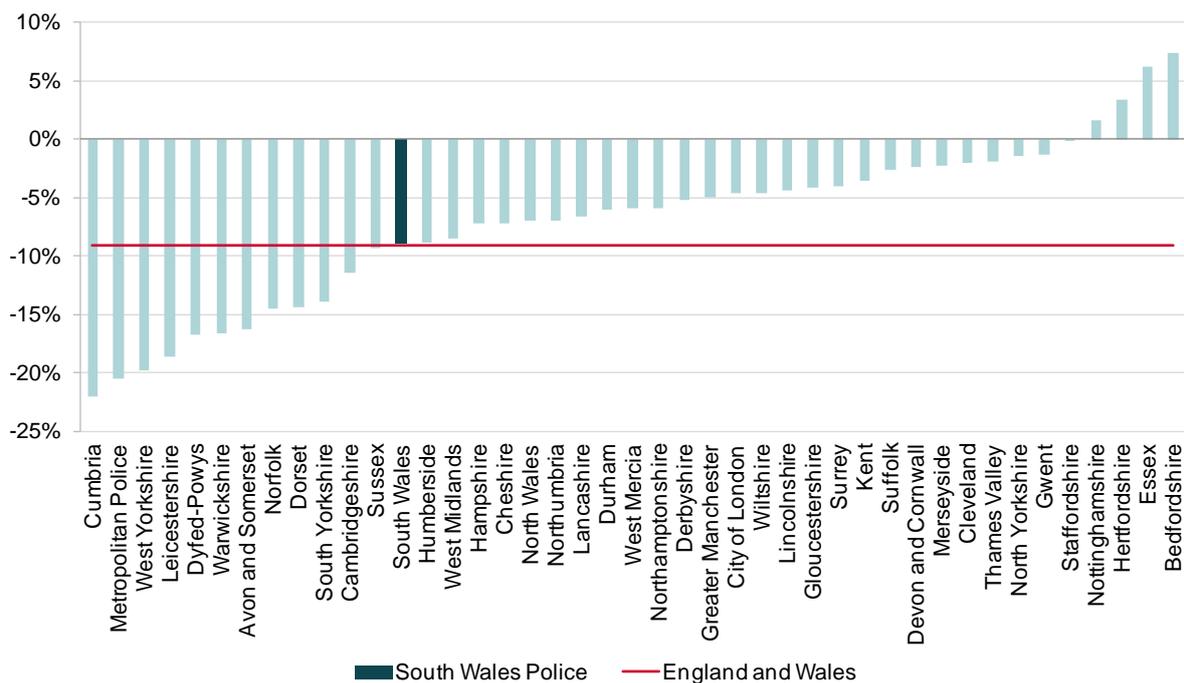
Source: Home Office data, HMIC data return

*Anti-social behaviour data is from the force's data return and the rate for burglary in a dwelling is the rate per 1,000 households, not population.

HMIC has chosen these types of crime to indicate offending levels in the force area. We are not judging the effectiveness of the force on police recorded crime rates only.

In the 12 months to 30 June 2015, South Wales Police recorded 40,089 incidents of anti-social behaviour. This is 9 percent fewer incidents than the force recorded during the previous 12 months. When considering all forces across England and Wales, there were 9 percent fewer incidents in the 12 months to 30 June 2015, than recorded during the previous 12 months.

Figure 3: Percentage change in the volume of anti-social behaviour incidents, by force, comparing the 12 months to 30 June 2015 with the 12 months to 30 June 2014



Source: HMIC data collection

How well does the force work to prevent crime and anti-social behaviour, and keep people safe?

How well is the force prioritising the prevention of crime and anti-social behaviour?

The mission of the force is ‘Keeping South Wales Safe’ and the chief officer team has developed a vision ‘to be the best at understanding and responding to the needs of communities and the force is structured to ensure that there is a strong local response to policing’.

Clear and consistent messages about these values are communicated by the chief officer team to the workforce using a variety of methods. The force values, ‘proud, professional and positive’, are well-understood by staff and we were told that these influence everything they do.

This ethic is firmly directed towards the prevention of crime, anti-social behaviour and keeping people safe. These are also explicit themes in the police and crime commissioner's police and crime reduction plan and the chief constable's delivery plan. The plan is readily available through different media and the content is understood by the workforce; it is prominent on notice boards, easily accessible on the force's intranet and officers and staff we spoke to are conversant with the force's priorities.

How well are resources allocated to prevent crime and anti-social behaviour?

In support of these priorities, internal restructuring of South Wales Police has ensured that resources are in the right place at the right time and local commanders are held to account for their contribution to the force's overall performance. The force uses demand-modelling software to assess current and predicted deployment of resources; this enables an equitable distribution of the workforce's skills and experience in line with the crime and anti-social behaviour profile.

To ensure that the distribution of the workforce is maintained in line with up-to-date information, local commanders hold fortnightly meetings to redeploy staff if circumstances demand it. These are known as tactical tasking and co-ordination group (TTCG) meetings; HMIC inspectors visited a number of these meetings and found them being used to good effect. In particular the redeployment of police and community support officers (PCSOs) had been well thought through and they were tackling recurring incidents of anti-social behaviour in certain locations. PCSOs take the lead in working with external service providers to develop problem-solving plans to address anti-social behaviour; they feel they have the ear of local commanders and additional resources are available to them when needed.

As part of the force's performance framework, local commanders are set clear expectations to reduce crime, anti-social behaviour and to support vulnerable victims. HMIC found that these performance drivers shape operational activity on both a long term and daily basis. In daily management meetings (DMMs) current and emerging performance pressures are considered and operational activity is adjusted accordingly. A good example was observed by HMIC in Swansea where clear procedures are in place to track down offenders who are wanted for offences. Arresting offenders swiftly is important in order to protect victims from further exposure to harm and to stop re-offending.

At a strategic level, force restructuring has been shaped through detailed attention to crime and victimisation patterns and the allocation of human resources to address them. Local commanders are aware of their performance expectations and through the tasking and daily management meeting, effective control measures are in place to address offending and support victims.

How well is the force using a broad range of effective tactics to prevent crime and anti-social behaviour?

The force has a good understanding of local neighbourhoods, and tactics to prevent crime and anti-social behaviour are developed with communities to ensure that they are responsive to local needs. Beat officers develop neighbourhood profiles to provide an understanding of local communities. These profiles are used constructively to respond to any persistent local problems; the force uses recognised problem-solving models to tackle these. The problem analysis triangle (PAT) seeks to identify occasions when predatory criminals and potential victims are likely to come together and SARA⁵ is a methodology that enables a structured evaluation of measures to address any given problem.

HMIC found effective support being provided by third parties in pursuit of common objectives to improve the quality of life in South Wales' communities. A good example is joint work in Cwmaman, Aberdare where anti-social behaviour has blighted a former mining village. Local officers with support from local councillors have conducted extensive door-to-door engagement activities. This has led to a deeper understanding of the residents' perspective of the fear of crime and anti-social behaviour; it has also led to a consensus on proposed solutions. Plans are now in place with the council to secure and reallocate disused commercial units and remove graffiti in support of a cleaner, safer environment.

South Wales Police conducts monthly analysis of the top ten anti-social behaviour offenders and victims. This leads to a range of joint interventions to curb the behaviour of those who persistently cause annoyance and nuisance. A number of schemes are run by council youth offending services to provide early intervention for young people who are risk of offending. Stay Safe in Cardiff is a good example of outreach workers engaging with troublesome children who congregate in the city centre and intimidate passers-by.

The force is developing an ambitious partnership with the Universities' Police Science Institute, Cardiff University to validate a predictive policing methodology. This methodology draws in a range of data to forecast crime and anti-social behaviour trends and identifies the appropriate policing tactic to address them. It is envisaged that these techniques will be used to develop a smarter response to crime and anti-social behaviour in and around late night entertainment venues. It is also being used as part of the Cwmaman anti-social behaviour operation.

The force has worked well to develop an understanding of its neighbourhoods. It draws on a range of tactics that have been developed alongside other service providers to address problems in communities that residents have identified as being important. These relate directly to the force's stated aims to reduce crime and anti-

⁵ The problem-solving process consists of a four step decision making model aligned to the acronym SARA (scanning, analysis, response, assessment).

social behaviour and protect the vulnerable; communities in South Wales can be confident that the force uses tactics which are well thought through and the force is committed to improving peoples' lives.

How well does the force work with partners to prevent crime and anti-social behaviour, and keep people safe?

How committed is the force to working with partner organisations?

Established and productive partnerships operate at all levels in South Wales. The force encompasses seven local authority areas and works carefully with these authorities to provide a consistent service which is adapted to local needs. A good example is how child protection procedures in South Wales have been drawn together into regional safeguarding boards. The force is represented on the executive of each board; this ensures its contribution to safeguarding children is provided consistently.

The chief officer team and the police and crime commissioner (PCC) are also proactive in promoting the benefits of joint working. The PCC engages positively with fellow politicians and council officers to develop joint working in support of the reduction of crime and anti-social behaviour. This has led to minor injury treatment facilities in city centres whereby night-time revellers who are the worse for drink or who are injured can receive attention from paramedics who work alongside local officers. As well as helping to diffuse potentially volatile environments, it reduces the risk of the vulnerable being victimised and is an important staging post in ensuring that they return home safely.

In support of the most vulnerable victims the force has seconded a detective inspector to a unit of specialist case lawyers. Successful prosecutions of rapists and offenders accused of sexual assaults are notoriously precarious; victims frequently feel they have to re-live the trauma they have experienced in the course of the judicial process. This can lead to them terminating their support for the prosecution of the assailant. Assigning a senior detective to the rape and serious sexual offences (RASSO) unit ensures a direct line of communication between frontline detectives and Crown Prosecution Service lawyers. This strengthens both the effectiveness of case preparation and the quality of victim care; this makes successful prosecutions more likely.

Local joint working in South Wales is delivered through the community safety partnerships (CSPs). CSPs bring the police together with local service providers to tackle problems; in particular the force's response to anti-social behaviour is channelled through these partnerships. A good example is joint activity to deter the off-road use of motorbikes and quad bikes on pathways in Merthyr Tydfil. This typifies how problem-solving groups operate in CSPs; the emphasis being a

bottom-up approach by community-based service providers to resolve local problems.

How well does the force share and use information with partners to prevent crime and anti-social behaviour?

The force shares information with partners effectively at all levels to prevent crime and anti-social behaviour. The legal basis for these arrangements is established through crime and disorder legislation as well as the Welsh Accord on the Sharing of Personal Information.

HMIC found evidence of effective information sharing protocols in place to support partnership working at both regional and local levels. A good example is to be found in improvements in information sharing between the force and the NHS to support victims of domestic abuse. Recognising that information held by general practitioners was not being shared with the force and other domestic abuse practitioners has led the force and police and crime commissioner's team to develop the identification and referral to improve safety (IRIS) programme. This facilitates information-sharing between the force and twenty-five surgeries in Cardiff and Ebbw Vale, and there are plans in place to widen the programme. Established practice shows that many domestic abuse victims have multiple needs that go beyond their personal health. The IRIS programme is an important step in providing a more comprehensive support to domestic abuse victims.

The force can also demonstrate information sharing is supporting other vulnerable groups. In the force's multi-agency safeguarding hub (MASH),⁶ partner organisations from the statutory and charity sector work together to understand how best to implement care and support plans for vulnerable victims. Co-location of each organisation in a secure environment where information can be shared instantaneously works well for the force and its partners.

How well is the force working with partner organisations to keep people safe and tackle anti-social behaviour in local neighbourhoods?

South Wales Police works effectively with partners at all levels to keep people safe and tackle anti-social behaviour in neighbourhoods. Some partnerships are strategically driven by senior officers and others develop from strong working relationships at local level.

Local examples include a joint venture with the business sector to address retail theft and crime associated with city centre entertainment venues. A consortium known as the Business Improvement District (BID) team has come together to consider how

⁶ A MASH brings together into a single location key safeguarding agencies to better identify risks to individuals and improve decision-making, interventions, and outcomes. The MASH enables the multi-agency team to share all appropriate information in a secure environment, and ensure that the most appropriate response is provided to effectively safeguard and protect the individual.

local initiatives can be funded in support of the reduction of crime and disorder in Cardiff and Swansea.

This has led to the development of programmes to keep young people safe and involve them in constructive leisure pursuits; these include ten pin bowling and the funding of street pastors to ensure people get home safely after a night out.

The schools programme is well-structured; the force can demonstrate how it has engaged with schools, colleges and young children to raise awareness of current issues ranging from internet and mobile phone safety to child sexual exploitation.

Summary of findings



Good

South Wales Police is good at preventing crime, anti-social behaviour and keeping people safe. This is consistent with HMIC's 2014 crime inspection where the force was judged to be good at reducing crime and preventing offending.

This work ethic is directed firmly towards these priorities and they are explicit themes in the police and crime commissioner's police and crime reduction plan and the chief constable's delivery plan. The chief constable's delivery plan is prominent on notice boards, easily accessible on the force's intranet and officers and staff we spoke to are conversant with their expected contribution in relation to them.

The force can demonstrate a firm commitment to working in partnership to broaden and deepen the impact of its operational services. Effective partnerships operate at a number of different levels; they can either be strategically driven by senior officers or develop organically at grass roots level. A good example is the development of the identification and referral to improve safety (IRIS) programme, this brings domestic abuse practitioners closer together to provide better support to victims. In localised crime and disorder hotspots, close ties with the retail and the entertainment sector mean the force is making inroads into problems associated with late-night entertainment venues and theft from stores.

The force uses recognised problem-solving models in the community safety partnerships to tackle localised problems. Furthermore, the force is developing an ambitious partnership with Cardiff University to use predictive analysis to forecast patterns of offending and victimisation. It is envisaged that this will bring greater precision in the force's ability to align resources with emerging threats and provide a better service to victims.

How effective is the force at investigating crime and managing offenders?

When a crime occurs, the public must have confidence that the police will investigate it effectively, take their concerns as victims seriously, and bring offenders to justice. To be effective, investigations should be well planned and supervised, based on approved practice, and carried out by appropriately trained staff. The risk posed by those who are identified as being the most prolific or dangerous offenders must also be properly managed (in partnership with other organisations), to minimise the chances of continued harm to individuals and communities.

HMIC referred to national standards and best practice in examining how well the force allocates and investigates both complex and non-complex (e.g. burglary, robbery and assault) crime, including the full range of ways police officers and staff can gather evidence to support investigations (these include the more traditional forensics, such as taking fingerprints, as well as digital sweeps to find evidence of online abuse, for instance).

We also looked at how well the force works with partners to identify vulnerable offenders and prevent them from re-offending, and how well it identifies and manages repeat, and dangerous and sexual offenders.

How well does the force bring offenders to justice?

Since April 2014, police forces in England and Wales have been required to record how investigations are concluded in a new way, known as 'outcomes'. Replacing what was known as 'sanction detections', the new outcomes framework gives a fuller picture of the work the police do to investigate and resolve crime. The new broader framework (now containing twenty different types of outcomes) is designed to support police officers in using their professional judgment to ensure a just and timely resolution. The resolution should reflect the harm caused to the victim, the seriousness of the offending behaviour, the impact on the community and deter future offending.

Given the work involved in amending police force crime-recording systems to accommodate fully the new outcomes framework, two forces have not yet been able to provide a full year of data for all new outcomes types. South Wales Police, however, has been providing the Home Office with full data since April 2014. The complete range of new outcome types will be used in future HMIC inspections, once all forces have provided a full year of data. Figure 4 shows only those outcome types for which full data is available for all forces in England and Wales.

Figure 4: Outcomes recorded in the 12 months to 30 June 2015 for all police recorded crime (excluding fraud)^{7 8 9}

Outcome type/group	South Wales Police Number of outcomes	Rate	England and Wales Number of outcomes	Rate
Charged/Summoned	17,938	20.0	577,678	16.0
Taken into consideration	792	0.9	21,318	0.6
Out-of-court (formal)	4,523	5.0	165,384	4.6
Caution - youths	248	0.3	19,703	0.5
Caution - adults	2,873	3.2	115,000	3.2
Penalty Notices for Disorder	1,402	1.6	30,681	0.8
Out-of-court (informal)	1,936	2.2	159,915	4.4
Cannabis/Khat warning	850	0.9	41,964	1.2
Community resolution	1,086	1.2	117,951	3.3

Source: Home Office crime outcomes data

Outcomes are likely to differ from force to force for a number of reasons. Certain offences are more likely to be concluded without offenders being prosecuted; typically including types of crime such as cannabis misuse. If this type of crime is particularly prevalent in a force then it is likely that the level of 'cannabis/khat¹⁰ warning' outcomes would be greater.

The frequency of outcomes may also reflect the force's policing priorities. For example, some forces work hard with partners to ensure that first time and low-level offenders are channelled away from the criminal justice system. In these areas, locally-based community resolutions are likely to be more prevalent than elsewhere. South Wales Police has one of the lowest rates for both 'caution – youths' and 'community resolution', of all forces in England and Wales.

⁷ Rate based on number of outcomes recorded in 12 months to 30 June 2015 divided by number of offences recorded in 12 months to 30 June 2015.

⁸ For a full commentary and explanation of outcome types please see *Crime Outcomes in England and Wales 2014/15*, Home Office, London, July 2015. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/445753/hosb0115.pdf

⁹ Community resolutions are an out-of-court disposal the police can use to deal with anti-social behaviour and low-level crime. 'Taken into consideration' is when an offender admits the commission of other offences in the course of sentencing proceedings and requests those other offences to be taken into consideration.

¹⁰ A plant native to Africa and the Arabian Peninsula, the leaves of which are frequently chewed as a stimulant; the possession and supply of khat became a criminal offence in England and Wales in 2014.

How well does the force investigate crime and keep victims safe and informed?

How well does the force initially investigate and allocate cases?

It is important that when the police are called to an incident they respond in a timely manner, with officers or staff who are trained and competent to keep people safe, and who can take steps to apprehend offenders and investigate the circumstances if a crime has occurred. An effective initial response by the police increases the likelihood of a successful outcome for both the victim and the criminal justice system. Subsequent investigation by detectives and other specialist police staff also needs to be well managed and resourced.

South Wales Police shows a commitment to these principles. However it is important to note that some deficiencies were found in call handling procedures during HMIC's inspection of vulnerability in 2015. At that time call-handlers were found to be making an assessment of the likelihood of the victim being exposed to further harm, however these risk assessments were not being recorded on the occurrence enquiry log. This could mean that victims are not receiving the right response; as this is crucial for the early stages of an investigation to be successful, it was identified as an area for improvement.

The procedure which determines how crime is allocated for investigation is reliant on custom and established practice rather than a corporate policy. Senior officers in each local policing area determine how this is to be managed but the practice is not without its difficulties. Some officers expressed frustration when disputes arise about which officer should be assigned to investigate a particular crime; this tends to be at times of high demand and considerable time and energy can be expended in resolving matters. The force is advised to look further into this and determine whether the practice for the allocation of crime for investigation is still serving it well. The stated aims of the force are to align the skills and experience of the investigator to the vulnerability of the victim. HMIC found that the vulnerability of the victim was considered when deciding how the crime was to be allocated. This means that the skills and experience of the officer are well matched to the needs of the victim.

The force has recently introduced a new policy to manage the demand placed on its services by people reporting crime. It is recognised that elsewhere in England and Wales careful questioning of callers can identify any investigative leads to assist the enquiry and the increase the likelihood of an offender being traced. The force refers to these as 'solvability factors'; call-handlers are now trained to assess 'solvability factors' and it is now more commonplace for crimes to be recorded and closed at the first point of contact if there are no investigative leads. Processes are in place to ensure that the victim's needs are catered for, even if the nature of the allegation indicates that the crime may not be solved. If the victim is vulnerable, there will be circumstances when officers still attend to ensure that every opportunity is taken to

build in support to the victim from other service providers. An example would be where officers are sent to assist a victim, immediate needs are attended to and longer term safeguarding support is provided through the multi-agency safeguarding hub. This provides clear evidence that victims are at the centre of investigations in South Wales.

South Wales Police is committed to providing an effective service to victims. Key dependencies for success are making accurate assessments of vulnerability when the force is first contacted and assigning an investigator with the rights skills and experience. Initial investigation of crime is generally good, however, more consistent recording of the vulnerability of victims when they first make contact with the force will bring greater assurance of a good service.

How well does the force investigate different types of crime?

There are clear mechanisms and procedures in place to monitor and supervise the progress of crime investigations. Response and neighbourhood officers investigate non-complex crime; more complex crime is investigated by detectives who work in different geographical areas while centralised specialist teams investigate such offences as homicide, rape and serious and organised crime.

HMIC's inspection of crime in 2014 found investigations to be of a good standard and characterised by strong supervisory oversight. The force has a strong commitment to victims and its watchword to 'make every contact count' is well known to the workforce. Historically the force has researched the areas of its service to victims that matter most. This has led to the development the 'TRICK' framework which sets out the standard for victim care:

- T-ime – Arrive at agreed time, if delayed let victim know
- R-eference – Give crime number and your details to victims
- I-nform – Victim of everything you've done or plan to do
- C-omplete – Once all enquiries are concluded, tell the victim
- K-eeep – Victim at the heart of everything we do

Quality assurance and compliance monitoring with the TRICK principles is managed by local police commanders. These officers also take responsibility for instances when victim surveys indicate that the service provided has fallen beneath the required standards.

To further strengthen the impact of TRICK, the force has recently adjusted procedures to refocus more on the quality of service delivery provided and less on compliance with the mnemonic.

HMIC would expect to find investigation plans in each crime report; investigation plans outline the lines of enquiry to be followed and the progress of the enquiry, they are also a useful guide for supervisors to assess developments. In general terms HMIC found investigation plans to be directing investigations well and there are clear signs of supervision. Investigative leads are completed promptly and enquiries to identify and arrest offenders are completed swiftly. Due consideration is given to forensic opportunities and the inclusion of crime scene investigators in the investigative process is routinely considered.

The TRICK principles are routine activity to support victims. In particular “victims’ contracts”, an agreement on the frequency and the manner that victims are updated on the progress of the enquiry, are a common feature of investigations. Investigators are also cognisant of the entitlements of certain victims mandated by the code of practice for victims of crime;¹¹ for example, the adoption of special measures such as a facility for certain victims to give evidence by video link rather than attend court, are routinely considered.

South Wales Police’s workforce is knowledgeable of the vital steps to take when first arriving at the scene of a crime. Priorities include the preservation of the scene, recording details of all witnesses and securing CCTV footage. The police service refers to these priorities as the ‘golden hour’ principles. This is reinforced by the role of control room supervisors known as force incident managers (FIMs), who have access to specialist resources to support investigations which require a golden hour response.

HMIC spoke with FIMs who are clear about their responsibility to support high-risk investigations. HMIC’s only concern was the availability of specialist investigators ‘out of hours’; frontline officers specifically mentioned that immediate access to domestic abuse investigators was sometimes difficult.

South Wales Police has a structured approach to the investigation of crime in which the needs of the victim are paramount and investigative standards are high.

How well does the force gather digital evidence?

Increasingly, crime in England and Wales is committed online and through the use of digital devices such as tablets, computers or mobile phones. All forces have to retrieve data from these devices and examine them for evidence.

¹¹ All police forces have a statutory duty to comply with the *Code of Practice for Victims of Crime*, Ministry of Justice, 2015. The code sets out the service that victims can expect from all organisations, including the police; that have a role in the criminal justice system. The code of practice for victims of crime, among other things, requires that officers provide regular updates to victim of crime on the progress of investigations. Available from: www.gov.uk/government/publications/the-code-of-practice-for-victims-of-crime

In South Wales there is a multi-tiered approach to these responsibilities with local officers, the digital and cyber-crime unit and outsourced specialist service providers all providing a role.

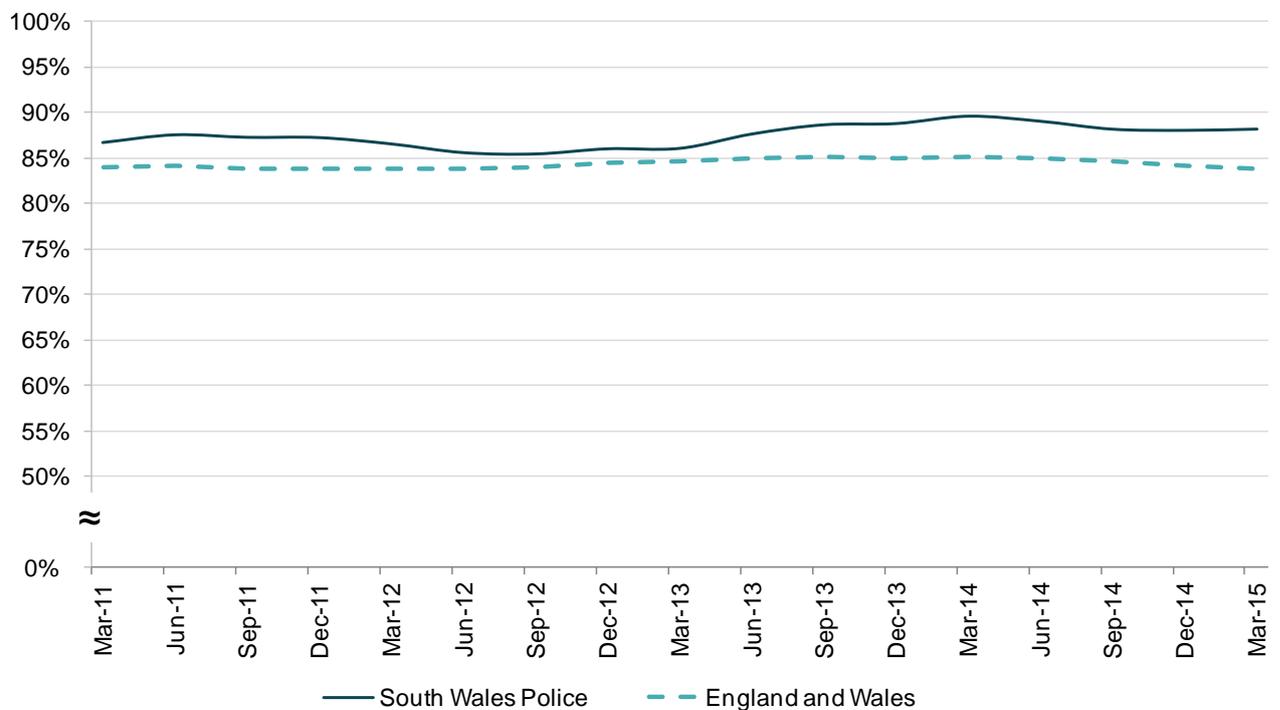
Delays in the retrieval of digital evidence are minimal; over 300 staff have been trained by the College of Policing in the mainstreaming of cyber-crime course and local officers, supported by digital media advisors, are now also competent to download evidence from devices.

There is evidence that the force has considered the impact of digital media recovery carefully. Enhanced training in the different skills required has ensured resilience and certainty that the force can investigate crimes which are reliant on the retrieval of digital evidence effectively.

How satisfied are victims of crime with the service provided by the force?

Of those who have been the victim of a crime in South Wales in the 12 months to 31 March 2015, 88.3 percent were satisfied with their whole experience with the police. This is higher than the national victim satisfaction rate of 83.8 percent over the same time period. The victim satisfaction rate in South Wales for the 12 months to 31 March 2015 is significantly lower than the previous year's rate, while it is significantly higher than the rate for the 12 months to 31 March 2011.

Figure 5: Percentage of victims satisfied with the overall service provided by the police, for the four year period to 31 March 2015



Source: Home Office data provided by forces

The chief officer team places a firm emphasis on victim satisfaction and believes that the consistent application of the TRICK principles is a significant contributor to this success.

How well does the force identify and manage offenders to prevent re-offending?

How well does the force divert offenders away from crime?

The force has effective provision in place to identify and manage the most prolific offenders; there is a strong focus on diverting them away from a criminal lifestyle.

The All Wales Reducing Reoffending Strategy 2014-2016 places a firm emphasis on channelling offenders away from the criminal justice system through the 'reducing reoffending pathways' which individuals can access in order to address their needs and help them to stop offending. These include drug treatment, debt management, education and employment.

These principles are embedded in the integrated offender management (IOM) arrangements in South Wales. The IOM programme brings together the work of the police, the probation service, the Department of Work and Pensions and housing providers to divert potential offenders away from crime and support them in rebuilding their lives.

Local officers are aware of offenders who form part of the IOM programme and are frequently tasked to include, in their day-to-day activity, measures to regulate the behaviour of these offenders. Often this can involve visiting them to ensure that they are complying with the conditions of bail imposed on them by the courts; typically this involves them being prohibited from leaving their homes at times when they are likely to offend.

The schools' programme, 'school beat', is well-structured and resourced and is a valuable platform to divert offenders away from crime in favour of more positive lifestyles. Some officers and staff HMIC spoke to expressed concerns that Home Office rules which dictate that all crime must be recorded is a barrier for effective working with schools. A reluctance by teachers to disclose crime committed by children, for fear of criminalising a young person, is a tension. The force is in negotiation with education authorities to find a way through this difficulty.

HMIC is also encouraged that one hundred and fifty officers have been trained in restorative justice; restorative justice provides an alternative to an offender appearing before court. Typically this involves individuals making amends to victims or becoming involved in community-based initiatives as part of their rehabilitation.

The force is clearly committed to restorative justice solutions, however HMIC could find little evidence of co-ordinated activity at the time of the inspection. South Wales Police is encouraged to examine this further.

How well does the force deal with repeat offenders?

South Wales Police has an IOM unit in each of its four policing areas. These units have two principal client bases; firstly the long-term management of offenders who are assessed as likely to re-offend on their release from prison and secondly those who, because of the frequency of their offending, pose the highest risk to the community. The individuals represented in the IOM cohorts in South Wales are selected in accordance with a scoring matrix set out in the IOM Cymru guidelines. South Wales Police is using flexibility within the guidelines to include in the cohort offenders who commit crime that is prioritised in South Wales. Data held by the force shows that a higher than average proportion of offenders are included for violent crime than is the case in the rest of England and Wales. HMIC believes that the IOM programme should address the vulnerability of victims as well as the number of offences committed by individuals. It is encouraging that steps are being taken in South Wales to work with the full range of offenders.

An integral part of the management of the cohort of offenders in each IOM unit is the contact that this maintained with frontline officers. IOM officers and staff have an important role in daily management meetings where up-to-date information about persistent offenders and their propensity to re-offend is considered. In observing these meetings HMIC established that neighbourhood and response officers are knowledgeable of the persistent offenders residing in their area; briefing tools make information available on a daily basis and if any of them are due to be arrested this becomes an immediate priority.

The IOM units have productive relationships with prison establishments. Contact is maintained with offenders during the course of their prison sentences and on their release; this is designed to put in place the relevant support measures to reduce the likelihood of individuals offending.

South Wales Police has effective procedures in place to deal with persistent offenders. Specialist units working with external service providers develop a supportive environment to help individuals turn away from crime. However should they continue to break the law, frontline officers prioritise efforts to bring them back before the courts.

How well does the force deal with sexual and other dangerous offenders?

The force has well-established procedures for dealing with dangerous criminals and sexual predators. The multi-agency public protection procedures (MAPPAs)¹² are firmly embedded. MAPPA conferences are chaired by an assistant chief constable and there is a firm commitment from partner organisations to contribute to the management and containment of those who present a potential risk to communities.

In recognition of the fact that there could be greater synergy between the MAPPA and the IOM programme the force is participating in an all-Wales pilot programme called WISDOM (Wales Integrated Serious and Dangerous Offender Management). Among other objectives, this programme will examine commonality between MAPPA and integrated offender management arrangements and consider future options.

Similar to the force's IOM programme, the management of dangerous offenders and registered sex offenders is also dependent on a contribution from local officers. HMIC found evidence of local officers contributing to offender action plans and contributing to a greater understanding of their lifestyle through the submission of intelligence reports.

Summary of findings



Good

South Wales Police's approach to investigating crime and managing offenders is good. Our findings in 2015 are consistent with HMIC's inspection of crime in 2014 when we judged the force to be good at investigating offending. This continues to be the case although HMIC's inspection of vulnerability in 2015 highlighted the need to more accurately assess the level of the harm to which victims are likely to be exposed when they first make contact with the force. This potentially has an adverse effect on the early stages of investigations, particularly in how they are prioritised.

Once crime has been allocated to investigators, investigations are completed to a high standard. How enquiries are carried out is determined by investigation plans, supervisors know what is expected of them to maintain and improve standards, and the service to victims is consistent.

The force has worked hard to understand exactly what victims expect as a service from the force. This has helped inform service expectations which are well

¹² MAPPA is the name given to arrangements in England and Wales for the 'responsible authorities' tasked with the management of registered sex offenders, violent and other types of sexual offenders and offenders who pose a serious risk of harm to the public.

understood by the workforce; victims consistently report higher levels of satisfaction with the service they receive than elsewhere in England and Wales.

The force has solid arrangements in place with partner organisations to manage persistent offenders, registered sex offenders and other individuals who present harm to communities. Joint specialist teams manage this risk; they are well supported by local officers who are well acquainted with high risk-offenders. The teams and local officers are knowledgeable regarding their contribution to containment of the threat presented by these offenders.

Areas for improvement

- The force should ensure that all crimes are allocated promptly to investigators with the appropriate skills, accreditation and support to investigate them to a good standard.

How effective is the force at protecting from harm those who are vulnerable, and supporting victims?

This question was inspected between June and August 2015, and the full report was published in December 2015.¹³ The following is a summary of the findings.

Summary of findings



Requires improvement

South Wales Police identifies and supports vulnerable victims effectively. Domestic abuse and child sexual exploitation are priorities for the force, which has provided frontline staff with comprehensive training to support this. Staff are clear that the needs of the victim are paramount and demonstrate this in their daily activity. The force generally provides vulnerable victims with a good service when investigating offences. However, we found several areas where improvement is needed to ensure the service is consistent and that vulnerable people, particularly children who go missing, are kept safe. Given the risk that is posed to some of the most vulnerable people overall the force requires improvement.

The force has a good understanding of local crime trends and patterns of offending. It is developing a vulnerability tool kit to map the locations of victims and perpetrators and to identify children who may become victims of child sexual exploitation.

The force has well-developed partnerships, which help to focus on providing services that meet the needs of vulnerable victims. The multi-agency safeguarding hub has effective information-sharing agreements and is regarded by the force as the model for future development in dealing with vulnerable people.

High-risk victims of domestic abuse receive a high level of service and care from South Wales Police, but less so for standard and medium risk victims. Frontline staff are well-prepared to deal with domestic abuse when they attend an incident and conduct the initial investigation.

The force has a limited understanding of the nature and scale of missing persons. It does not fully understand the extent of the threat of street grooming of vulnerable young people in the care system. The force carries out immediate safe and well checks inconsistently on missing people who have returned home. This could expose children to even more risk of grooming for child sexual abuse.

¹³ *PEEL: Police effectiveness 2015 (Vulnerability) – South Wales Police, HMIC, December 2015.*
Available from: www.justiceinspectors.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015-south-wales/

Tackling child sexual exploitation is clearly a force priority, shared by the chief constable and the police and crime commissioner. One area in the force has recently created a child sexual exploitation team, with a view to understanding better those children at risk, gathering intelligence and targeting the highest-risk offenders and suspects.

This inspection only considered how well prepared the force is to tackle child sexual exploitation. The force was also subject to an inspection of its child protection services. The more detailed findings from that inspection were published in July 2015,¹⁴ and should be read in conjunction with this inspection report.

¹⁴ *National Child Protection Inspections - South Wales Police*, HMIC, July 2015. Available in English and Welsh versions from: www.justiceinspectorates.gov.uk/hmic/publications/south-wales-national-child-protection-inspection/

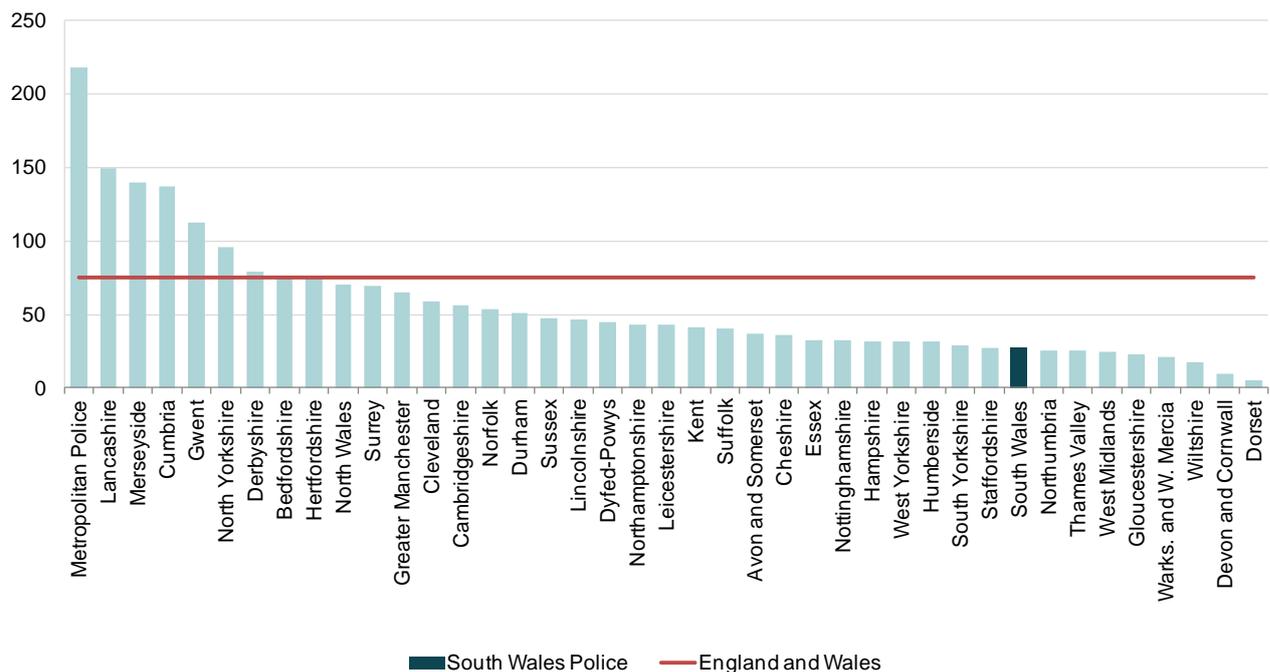
How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?

Serious and organised crime poses a threat to the public across the whole of the UK and beyond. Its damaging effects are felt by individuals, communities and businesses. Police forces play a critical role in tackling serious and organised crime alongside regional organised crime units (ROCU), the National Crime Agency (NCA) and other partner organisations.

Police forces that are effective tackle serious and organised crime not just by prosecuting offenders, but by disrupting and preventing organised criminality at a local level. They also use specialist capabilities (for example surveillance and undercover policing) where appropriate in order to protect the public from highly sophisticated and rapidly changing organised criminal threats. Specialist capabilities are often shared by a number of forces within a regional area as this provides better value for money and is a more efficient way of working.

As at 30 June 2015, South Wales Police was actively disrupting, investigating or monitoring 35 organised crime groups (OCGs). This represents 27 OCGs per one million of the population, which is low compared with other forces in England and Wales.

Figure 6: Organised crime groups per one million population, by force, as at 30 June 2015^{15 16}



Source: HMIC data collection

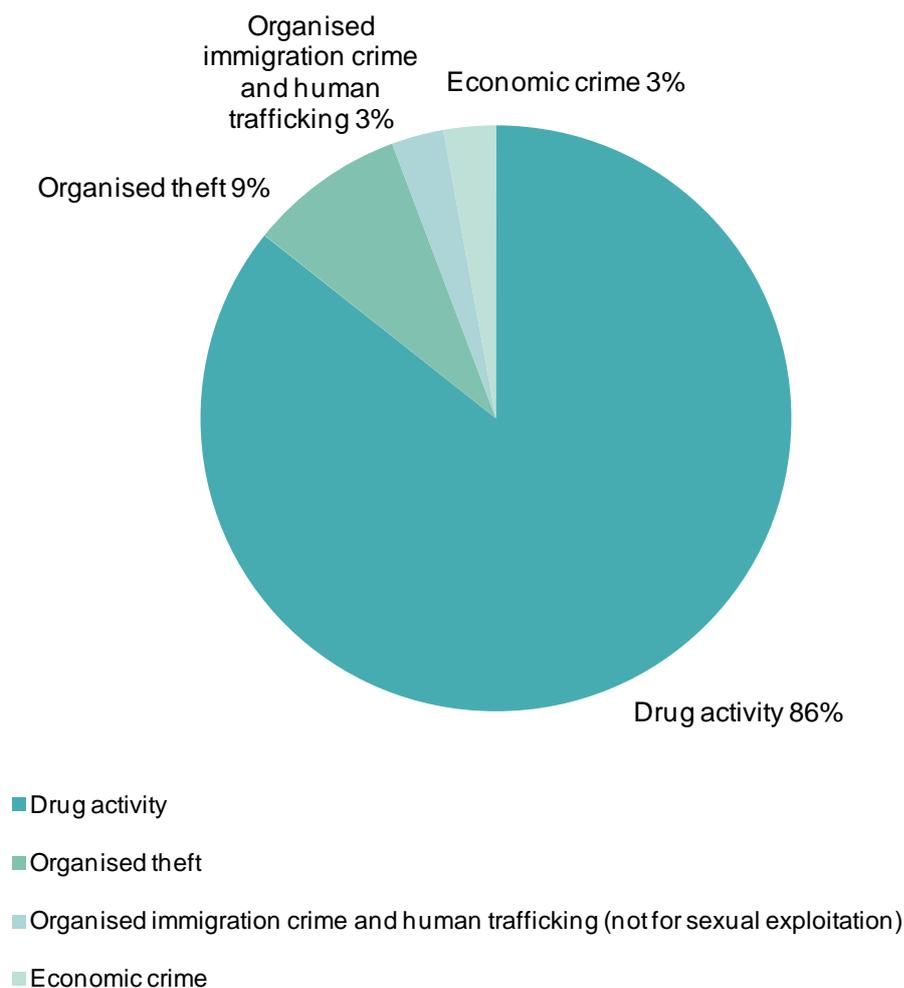
Forces categorise OCGs by the predominant form of criminal activity in which the group is involved. Although OCGs are likely to be involved in multiple forms of criminality, this indicates their most common characteristic. 'Drug activity' was the predominant crime type (86 percent) of the OCGs managed by South Wales Police as at 30 June 2015. 'Drug activity' was also the most common predominant crime type recorded by all forces in England and Wales,¹⁷ with 64 percent of all OCGs classified in this way.

¹⁵ City of London Police data has been removed from the chart as its OCG data is not comparable with other forces due to size and its wider national remit.

¹⁶ The number of OCGs in the Warwickshire Police and West Mercia Police force areas is a combined total of OCGs for the two force areas. The OCGs per one million population rate is based upon their areas' combined population figures.

¹⁷ The Metropolitan Police Service is not included in the England and Wales figure because it does not categorise in the same way as other forces; by the predominant form of criminal activity.

Figure 7: Force organised crime groups by the predominant crime type, as at 30 June 2015¹⁸



Source: HMIC data collection

Serious and organised crime is one of six national threats specified within *The Strategic Policing Requirement*.¹⁹ These are terrorism, serious and organised crime, national cyber-crime incidents, threats to public order or public safety, civil emergencies, and child sexual abuse. These are complex threats which means that forces must work together to respond to them effectively. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats.

¹⁸ Figures may not sum to 100 percent, due to rounding.

¹⁹ *The Strategic Policing Requirement*, Home Office, March 2015, available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf The SPR is issued annually by the Home Secretary, setting out the latest national threats and the appropriate national policing capabilities required to counter those threats. National threats require a co-ordinated or aggregated response from a number of police forces. Forces often need to work collaboratively, and with other partners, national agencies or national arrangements, to ensure such threats are tackled effectively.

Instead, HMIC has checked whether forces have the necessary arrangements in place to test their own preparedness for dealing with these threats, should they materialise.

How well does the force understand the threat and risk posed by serious and organised crime?

South Wales Police understands clearly the threat and risk posed by serious and organised crime. At a force-wide level this understanding is informed by a regional assessment of serious and organised crime completed by the ROCU. Additionally organised crime group profiles in each of the force's policing areas also contribute to the overall understanding. These profiles have been completed using a risk matrix known as the management of risk in law enforcement (MoRiLE) which is designed to assist decision makers in the identification and prioritisation of threat, risk and harm. Partner organisations contribute data and information to the force profiles, this ensures the overall picture of serious and organised crime is more complete.

These profiles form part of the force's overall strategic assessment; this assessment considers all crime and victimisation patterns as well as emerging risks. The force uses this assessment to drive operational activity and allocate its resources to the areas of greatest need; this includes serious and organised crime.

Where there are shortcomings in the understanding of serious and organised crime or it is beneficial to find out more about a particular OCG, the force will develop this through targeted intelligence gathering. A network of regional intelligence meetings instigates the research and development of further intelligence.

Crime and disorder partners with whom the force has been working for many years can assist with intelligence gathering. The force also makes good use of the Government Agency Intelligence Network (GAIN). This network facilitates the sharing of information and co-operation in support of law enforcement. Participating organisations include HM Revenue and Customs, the Department of Work and Pensions and Action Fraud. Among GAIN's operational objectives are 'frustrating serious and organised crime' and 'making hostile environments for criminals'. The GAIN enriches the force's understanding of the threat posed by serious and organised crime.

HMIC found OCGs to be 'mapped' and scored in accordance with national best practice.

How effectively does the force respond to serious and organised crime?

South Wales Police responds effectively to serious and organised crime and good governance structures exist to support this. An assistant chief constable is the designated lead for serious and organised crime in the force and she is also the strategic lead for the ROCU in the region. Through the organised crime group management fora at force and regional levels, she is responsible for approving policing activity to tackle organised crime groups.

The force's stated aim in relation to the policing of OCGs is that all officers have a role to play in their identification and management. On a day-to-day basis, the head of intelligence for the force co-ordinates activity at local, force and regional level in pursuit of this aim. HMIC found close adherence to the Government's four 'Ps'²⁰ model which structures activity to prevent people from joining OCGs, to protect those at risk of being exploited by them and to pursue the most active criminals.

Both to strengthen the contribution of local officers and to build on pre-existing relationships the force has with partner organisations, serious and organised crime boards have been set up in each of the force's basic command units. There is evidence of these boards having a positive impact on the management of OCGs. Officers and PCSOs we spoke to are aware of the OCG members living in the areas for which they are responsible; they gave examples of how they disrupt the activity of OCG members through focussed law enforcement. In some instances this involved prosecuting OCG members for offences which are peripheral to their mainstream offending. The inclusion of all sections of the workforce in combating OCGs is encouraging. It sends a clear message that criminals will not operate with impunity in South Wales.

South Wales Police is also committed to the sharing of best practice among its workforce. A programme to raise awareness of the signal signs of serious and organised crime, for example criminals who choose to reinforce the security of their houses or are suddenly living beyond their means, has been completed.

Additionally an internal review identified some areas for improvement in how OCGs are mapped. Mapping is the process to identify groups of individuals who may be involved in organised crime. This involves entering details of the group's known and suspected activity, associates and capability into a computer system, which assigns a numerical score to each OCG. It also places each OCG into one of several 'bands' which reflect the range and severity of crime in which a group is involved as well as

²⁰ HM Government's Serious and Organised Crime Strategy uses the framework developed for counter-terrorism and has four components: prosecuting and disrupting offenders (Pursue); preventing people from engaging in this activity (Prevent); increasing protection against serious and organised crime (Protect); and reducing the impact of this criminality where it takes place (Prepare).

its level of capability and sophistication. Police forces, ROCUs, the NCA and a number of non-police organisations such as Border Force, use OCG mapping.

To address this, senior officers and crime analysts are working with Merseyside Police, a best practice site, to improve standards in this area.

How effectively is the force working with partners to prevent serious and organised crime?

The force is actively developing its approach to OCG management through multi-agency serious and organised crime boards in each of its four basic command units. The boards were recently launched at a conference organised by the force.

HMIC is encouraged that partner organisations have been included in the development of the local serious and organised crime profiles and the force is seeking to take partnership working to the next level.

HMIC found isolated examples of South Wales Police working well with partners to disrupt serious and organised crime. This included a joint operation with immigration enforcement officers to target foreign nationals using car wash facilities as a front for human trafficking. However, more work needs to be done to embed routine joint working with partner organisations to disrupt and dismantle OCGs. The force has an established track record of effective joint working with partners at a number of different levels. The challenge for the force is to replicate these standards in areas where OCGs operate.

The force communicates well with the public about successes and engages local press and media, a good example was the publicity associated with the first conviction relating to forced marriage in England and Wales. The force also uses Facebook and Twitter to enable the public to communicate directly with the force if they wish to pass on information relating to this type of offending.

How effective are the arrangements in place to ensure that the force can fulfil its national policing responsibilities?

It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have the necessary arrangements in place to test their own preparedness for dealing with these threats, should they materialise.

The force has effective arrangements in place to ensure that it can fulfil its national policing responsibilities. The chief constable of South Wales Police represents the National Police Chiefs' Council on the Strategic Policing Requirement Board.

Within South Wales, the accountable body is the Civil Contingencies and Resilience Unit (CCRU) and the force is represented by an assistant chief constable.

The force is also represented by a chief officer in the South Wales Local Resilience Forum (SWLRF). The SWLRF brings together emergency services and other statutory bodies involved in crisis management and disaster recovery. Within the SWLRF, the force is committed to a programme of exercise planning to test its state of readiness and response to major incidents. Recent exercises have included an assessment of the force's response to a simulated terrorist and outbreak of disorder.

All forces have a standing commitment to mobilise officers for deployments in the event of major incidents that are beyond the capacity of the local force. The force has tried and tested procedures to mobilise officers in the event of crises; these procedures take place in conjunction with other forces in the region. These procedures have been tested operationally in recent times, examples include the NATO summit in the Gwent Police area and the deployment of officers to Belfast to assist in the containment of rioting.

HMIC considers that the force is well prepared to address the threats set out in the strategic policing requirement.

Summary of findings



Good

South Wales Police is good at identifying and tackling serious and organised crime groups. This is the first year HMIC has graded forces on their effectiveness at tackling serious and organised crime, including a force's arrangements for ensuring that it can fulfil its national policing responsibilities, as a consequence no year-on-year comparison is possible.

South Wales Police has a good understanding of serious and organised crime. This is informed by a regional assessment completed by the regional organised crime unit, and local profiles, developed in each of the force's policing areas. Where shortfalls in the force's understanding of particular organised crime groups exist, regional intelligence meetings are an important mechanism to gather further intelligence.

Serious and organised crime is subject to firm governance in South Wales. An assistant chief officer is the nominated responsible officer for the force. She is also the strategic lead for the regional organised crime unit. The force's management of organised crime groups is modelled on best practice guidance in England and Wales.

It is encouraging that the development of local serious and organised crime profiles has included data and information from partner organisations. However more could be done to align the contribution of other service providers explicitly to serious and organised crime. Isolated examples of good joint working are apparent but the invaluable support that South Wales enjoys from partner organisations in other areas of law enforcement needs to be translated to areas where organised crime groups operate.

South Wales provides support to other Welsh forces, giving them access to a wider range of specialist resources and tactics. These arrangements provide resilience should a large scale emergency emerge in the region. South Wales Police is influential with partner organisations and works with other law enforcement agencies in the region to test capabilities and preparedness for the high level threats articulated in The Strategic Policing Requirement.

Areas for improvement

- The force should engage routinely with partner organisations in order to increase its ability to disrupt and investigate serious and organised crime.
- The force should take steps to identify those at risk of being drawn into serious and organised crime, and ensure that preventative initiatives are put in place with partner organisations to deter them from offending.

Annex A – HMIC judgment

Our judgments

The judgment categories are:

- outstanding;
- good;
- requires improvement; and
- inadequate.

Judgment is made against how effective the force is at keeping people safe and reducing crime; it is not an assessment of the overall effectiveness of policing. In applying the categories HMIC considers whether:

- the effectiveness the force is achieving is good, or exceeds this standard sufficiently to be judged as outstanding;
- the effectiveness of the force requires improvement, and/or there are some weaknesses; or
- the effectiveness of the force is inadequate because it is considerably lower than is expected.